

Contribution to Participatory Supervision in the Order to Achieve the Election of a Democratic Regional Head (Study on the Election of the City of Ternate Regional Head)

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Abstract— This study aims to analyze the contribution of the participatory supervision pattern to the 2020 Mayoral Election, as well as identify the factors that become obstacles and challenges in the application of the participatory supervision pattern in the implementation of the Ternate Mayoral Election.

The target to be achieved in this research is scientific publications in national journals with ISSN or international journals. The study was conducted at the Bawaslu of Ternate City. Data collection techniques were carried out through library research and field studies, namely conducting interviews. From the data obtained, it will be compiled systematically after being selected based on problems and seen for its suitability with applicable regulations and then discussed theoretically combined with the reality in the field to produce conclusions.

The results of the study indicate that participatory supervision aims to involve various community components in supervision to ensure compliance with the provisions of laws and regulations and the principles of organizing regional head elections. The participatory monitoring model applied to the Ternate City Election 2020 has contributed to suppressing violations and fraud during the Pilkada which is marked by the lack of reports and findings to the Ternate City Bawaslu and its staff. However, at the practical level, the implementation of participatory monitoring programs often encounters several obstacles and obstacles.

Keywords— Contributions, Participatory Supervision, Regional Head Elections.

BACKGROUND

Every country that adheres to a democratic system, the election is an instrument used to choose its leaders. Indonesia is a democratic country where the highest sovereignty is in the hands of the people. The 1945 Constitution of the Republic of Indonesia expressly states in Article 1 paragraph (2) that "sovereignty is in the hands of the people and is carried out according to the Basic Law". This means that the people have sovereignty, responsibilities, rights and obligations to elect leaders who will administer the government to manage and serve all levels of society. In addition, it is the people who choose the people who will be the people's representatives to oversee the running of the government (checks and balances).

The embodiment of people's sovereignty is carried out through the instrument of General Elections to elect the President and Vice President, Members of the House of Representatives of the Republic of Indonesia (DPR RI), Regional Representatives Council (DPD), Members of Provincial and Regency City Regional People's Representative Councils (DPRD) and Regional Head Elections (DPR RI). Pilkada) Governor, Regent or Mayor with a term of office of five years.

Pilkada is a democratic process that does not only belong to the election organizers but belongs to the

people and is the joint responsibility of the relevant stakeholders. Election organizers are the leading sector that is fully responsible for election administration, while other stakeholders are elements that support the success of the Pilkada. It can be said that the implementation of the Pilkada cannot be carried out successfully without the support of various parties. There are at least three main elements that support the success of the implementation of local democratic celebrations in the form of Pilkada. The first element of election organizers consists of the General Election Commission (KPU), the Election Supervisory Body (Bawaslu), and the Election Organizing Honorary Council (DKPP) where these three institutions form a unified election administration system.

Election organizers with integrity are the main capital for the successful implementation of Pilkada. It is recorded that 14 Election Organizers in North Maluku Province have been dismissed as organizers by the DKPP.² Such conditions indicate that the integrity of election administrators is still an issue that needs attention.

The second element, support from the Regional Government (Pemda). The budget for the implementation of the Regional Head Elections is borne by the APBD, therefore it is almost certain that without

the support of the Regional Government, it will be difficult for the Pilkada to be held successfully. The experience of several regions that are constrained by budgetary support for the Pilkada due to not being supported by sufficient budgets by the regional government has implications for delays and budget cuts. In other words, there is budget politics carried out by the local government. This condition can hinder the implementation of sovereignty to elect leaders in the regions.

The third element is voters. Pilkada without public participation to come to TPS using their voting rights, it can be said that the Pilkada failed, because the essence of the Pilkada is direct involvement of the people to choose and determine the leader. To ensure that the Pilkada can run in accordance with the provisions and adhere to the principles of the General Election, it is necessary to supervise the process of the Pilkada.

In the context of supervising the Pilkada stages, there are institutions that are responsible for supervising namely Bawaslu in stages, the Bawaslu has been permanent. Meanwhile, those who are still ad hoc are District Supervisors, Village Supervisors and Supervisors at TPS. In addition, due to the limited number of election supervisors compared to the activities of election participants and candidate success teams that need to be monitored, the law opens up space for election monitoring activities and community involvement to oversee the stages of the election. In the 2012-2017 period, Bawaslu RI launched the "move of a million election volunteers" which aims to involve the public in supervising the election.

Participatory supervision is one of the means to assist Bawaslu in supervising the implementation of elections. Supervision carried out by the community will complement the supervision carried out by state institutions and private (independent) institutions. Although participatory supervision is only voluntary and of course when compared to the role of the Election Supervisor which

very strong, where Supervisors not only have the authority to oversee the implementation process at every stage of the election, they also have the authority to declare errors and the validity of the election stages, from the preparation process to the process of determining the results.

However, participatory supervision can foster responsibility for the community personally and is expected to be collegially able to influence the environment as voters to increase participation and

socialize the importance of quality elections so that they participate. In fact, the development of participatory supervision has become the RI Bawaslu policy which is charged to Regency and City Bawaslu. The participatory supervision policy is a model for developing participatory supervision that involves various community components and spends a large amount of budget.

A number of public-based participatory supervisory roles, among others, first, to participate in supervising the stages of the Pilkada to ensure that the Pilkada takes place in accordance with the laws and regulations. Second, conduct a study on electoral issues. Third, participate in preventing election violations. Fourth, submit a report on election violations. Fifth, convey information on alleged election violations. Sixth, support the creation of obedience of Pilkada participants and Pilkada organizers to the provisions of laws and regulations and the contribution of other steps. in the democratic city of Ternate.

Based on the facts above, it is necessary to formulate the problem, how is the contribution of the participatory supervision model in realizing democratic elections in the Ternate Mayoral Election in 2020.

RESEARCH METHODS

This research focuses on the implementation of the 2020 City Regional Head Election which will be held in the Ternate City area of North Maluku Province. Determination of the location is carried out based on considerations with indicators: violations that occur in the implementation of the Regional Head Election are relatively minimal.

This research is a socio-legal research that is used for investigations of social phenomena/practices related to the implementation of the supervision of the Pilkada to identify strategic steps in conducting participatory supervision that correlate with the fulfillment of the rights of citizens to use their voting rights as a form of implementing the principle of people's sovereignty. . This research was conducted with a systematic empirical approach that is based on experience, observations and field findings that are carried out regularly using the right instrument.

RESEARCH RESULTS AND DISCUSSION

The Contribution of the Participatory Supervision Model in Realizing Democratic Regional Head Elections in the Ternate Mayoral Election in 2020

The election of regional heads serves as a legitimate means for citizens to maintain or replace peacefully and

with dignity their leaders/deputies to run the government and on the other hand provide opportunities for the best citizens to lead the community in realizing shared goals.

Simultaneous elections in 2020 will be held in 270 regions. One of the regions that carry out the Pilkada is the City of Ternate for the election of the Mayor and Deputy Mayor of Ternate for the period 2021-2025. The stages of holding simultaneous regional elections in 2020 are based on the General Election Regulation of the Republic of Indonesia Number 5 of 2020 concerning the Third Amendment to the Regulation of the General Election Commission of the Republic of Indonesia Number 15 of 2019 concerning Stages, Programs and Schedules for the Election of Governors and Deputy Governors, Regents and Deputy Regents, and / or Mayor and Deputy Mayor of 2020.

The regulation of the stages of the 2020 simultaneous regional elections through the General Election Commission Regulation of the Republic of Indonesia is an implementation of the mandate of Article 122A paragraph (3) Government Regulation in Lieu of Law Number 2 of 2020 concerning the Third Amendment to Law Number 1 of 2015 concerning Stipulation of a Substitute Government Regulation Law Number 1 of 2014 concerning the Election of Governors, Regents, Mayors becomes a Law.

The stages of holding the 2020 Pilkada consist of the preparation stage, the implementation stage. The KPU RI and its staff are the leading sector that is technically responsible for organizing the Pilkada stages. In the aspect of supervision and handling of violations as well as dispute resolution, the process is carried out by the RI Bawaslu and its staff.

Meanwhile, in the aspect of handling violations of ethics for election organizers, the Election Organizer Honorary Council will carry out. Three institutions, namely the General Election Commission, the Election Supervisory Body, and the Honorary Council for Election Organizers as an integral part of the function of organizing elections.

The Election Supervisory Body (Bawaslu) is institutionally permanent at the level of Central Bawaslu, Provincial Bawaslu and Regency/Municipal Bawaslu. Likewise, the duties and authorities in stages have been regulated in Law Number 7 of 2017 concerning Election Organizers. At the celebration of local democracy, namely the Pilkada Bawaslu and its staff were given the tasks and powers that were specifically regulated in the Pilkada Law.

The duties and authorities of Bawaslu at the city/district level as regulated in Article 30 of the Pilkada Law No. 1 of 2015 as amended by Law No. 10 of 2016 states:

The duties and authorities of the Regency/City Panwas are:

- a. supervise the stages of holding the Election which includes:
- b. receive reports of alleged violations of the implementation of laws and regulations regarding elections;
- c. resolve findings and reports on election administration disputes that do not contain elements of a criminal act;
- d. submit findings and reports to the Provincial KPU and Regency/Municipal KPU to be followed up;
- e. forward findings and reports that are not within their authority to the competent authority;
- f. submit a report to Bawaslu as the basis for issuing Bawaslu recommendations relating to the existence of alleged actions that have disrupted the stages of organizing the Election by the organizers in the Province, Regency, and City;
- g. supervising the implementation of follow-up actions to Bawaslu's recommendations regarding the imposition of sanctions on members of the Provincial KPU and Regency/Municipal KPU, secretariat and secretariat employees of the Provincial KPU and Regency/Municipal KPU who are proven to have taken actions that have disrupted the stages of holding the ongoing Election;
- h. supervising the implementation of the socialization of the Election implementation; and
- i. carry out other duties and authorities given by the laws and regulations.

In carrying out its authority and function in supervising the implementation of the Regional Head Elections, Bawaslu puts forward the principles of prevention and fair treatment in the context of realizing democratic elections. Considering the limitations of election supervisory actors, each at the central level is 5 (five) people, at the provincial level 5 (five) to 7 (seven) people as well as at the district and city levels at most (5) people according to the population. In addition, election supervisory actors at every Pilkada momentum.

Supervisors who are ad hoc (committees) to fill supervisors at each sub-district level 3 (three) TPS supervisors. The limited number of supervisors at each level can cause supervision to not run optimally because the area of supervision is not proportional to the number of election supervisors available. However, the law provides a solution for election administrators to involve the community in participating in monitoring.

Community participation in the implementation of elections is regulated in the Pilkada Law which is explicitly stated in CHAPTER XVIII concerning community participation in the implementation of elections.

Public participation in organizing the Election Article 131, reads:

1. To support the smooth implementation of the Election, it can involve community participation.
2. Public participation as referred to in paragraph (1) can be carried out in the form of supervision at each stage of the Election, election socialization, political education for voters, surveys or opinion polls on Elections, and quick counting of election results.
3. Community participation as referred to in paragraph (2) is carried out with the following provisions:
 - a. does not interfere with the process of organizing the Election stage;
 - b. not take sides that benefit or harm one of the candidates for governor, candidate for regent, and candidate for mayor;
 - c. aim to increase public political participation at large; and
 - d. encourage the creation of a conducive atmosphere for the implementation of elections that are safe, peaceful, orderly and smooth.

At the level of implementation, participatory supervision is a strategic step for Bawaslu to cooperate with the community to participate in guarding local democracy so that it can run in a democratic, direct, public, free, confidential, honest and fair manner and minimize fraud.

In holding the Ternate City Election in 2020, the Ternate City Bawaslu together with its staff from the Sub-district Panwaslu and Village Panwaslu as well as TPS Supervisors are trying to collaborate with various elements of society to oversee every event.

Stages of holding elections so that supervision runs effectively. The participatory supervision agenda held by the Ternate City Bawaslu and their staff according to the explanation of the Ternate City Bawaslu supervisory division coordinator namely with the following model of participatory supervision activities:

- Socialization of ASN Neutrality for ASN within the Moti Island Sub-district in the Moti Island Sub-district Hall, as well as the signing of a Memorandum of Understanding on Support for Maintaining ASN Neutrality between the Ternate City Bawaslu and the Moti Island District Government.

- Socialization of ASN Neutrality with the target of ASN Representatives from Regional Apparatus Organizations (OPD) within the scope of the Ternate City Government and vertical agencies located in Ternate City, followed by the signing of a Memorandum of Understanding on Support for Maintaining ASN Neutrality between Ternate City Bawaslu and the Ternate City Government represented by the Regional Secretary, Dr. Jusuf Sunya.
- In addition, ASN Neutrality Socialization was also carried out by the District Panwaslu ranks with the following points/targets:
 - Coordination Meetings and In-Office Meetings (RDK)
 - The coordination meeting and the RDK are conducted to coordinate several agendas for monitoring and preventing violations with stakeholders. point.
 - Establishment of a Dignified Election Monitoring Village (KALIBER) in 8
 - Face-to-face socialization to stakeholders

The urgency of participatory supervision by involving public participation in Pilkada supervision is of course with various considerations. There are at least 4 (four) considerations for the need for a participatory monitoring program as stated by Rusli Saraha (Coordinator for Supervision of the Ternate City Bawaslu), namely:

1. Potency violation in General Elections enough big, whereas the number of supervisors is limited;
2. Participatory supervision can help streamline supervision and ease the workload of Bawaslu;
3. To cultivate the spirit of supervision as the tagline of Bawaslu; and
4. The more people involved, the better for the development of democracy in the regions.

Violations and fraud at the election momentum always color every election momentum. High expectations of contestants to be chosen by voters sometimes justify all means including transactional politics, money politics (many politics), black campaigning, etc.

The stages leading up to the election are times that are very vulnerable to the occurrence of a lot of politics which requires extra supervision from election supervisors and the public. Due to the large number of jurisdictions that need to be supervised, on the other hand, the number of election supervisors is very limited, so it is very natural that this reason is one of the factors that encourage the importance of participatory supervision.

Likewise, with community participation, it can be said that the higher the participation of the public, whether to come to vote on the D day at the TPS, then one of the indicators of the fulfillment of democratic elections from the aspect of participation. Meanwhile, the more people involved in supervising the local elections, the less the potential for fraud or at least the community has a moral responsibility to keep their voices as voters by rejecting the practice of money politics.

Community involvement shows an obligation of Bawaslu as an institutionalized function in election supervision, while community participation is more on the use of citizens' rights to guard their voting rights. Coordinated public participation will become social capital as a form of transformation towards a critical public awareness of political rights.

Participatory supervision is a strategic step for Bawaslu to ensure that all citizens participate in guarding the direction of democracy taking place democratically. The implementation of the supervision of the Pilkada in Ternate City in 2020 as a whole has experienced a significant improvement in quality from several previous elections. This condition is inseparable from community participation in overseeing the stages of the election process and results.

Several indicators of the effectiveness of the implementation of the participatory supervision program carried out by the Ternate City Bawaslu and its staff, as conveyed by Putri Nurdiana Jailan (Chairman of the North Ternate Panwascam 2020), said:

..." The participatory monitoring program is running quite effectively. One example is that we in North Ternate carried out several participatory monitoring activities during the 2020 elections, for example, inaugurating a dignified election village, monitoring corner, patrolling and many other socializations carried out at that time. Thank God the violation ratenothing like money politics and SARA politicization, especially in North Ternate District."

Meanwhile, other aspects that can be seen are the increase in participatory participatory supervision, as well as the conduciveness of the implementation of the Pilkada. In addition, during the Pilkada there is relatively no conflict turmoil both vertically and horizontally. This condition illustrates that the implementation of participatory supervision has a positive impact on providing awareness to the wider community of the importance of maintaining a peaceful election process without violations.

The community's response to the participatory monitoring program initiated by Bawaslu is very varied. However, in general the voting community responded positively to this program. As expressed by Putri Nurdiana Jailan, as: following:

..." The community's response was quite diverse, and most of the people appreciated the participatory monitoring program initiated by Bawaslu. The community felt that they were directly involved and through this program the community in general felt closer to Bawaslu and the community obtained information about the main functions of Bawaslu. According to my experience when conducting socialization activities in the community, there are still many people who do not know about the main functions of Bawaslu and the legal sanctions related to election violations".¹⁹

Violation and rejection of money politics in the Ternate City Election. Rusli Saraha,²⁰ gave an example of the real contribution of stakeholders following up on the results of the MoU and the socialization of Bawaslu conducted by the Tafraka Head of Hiri Island District. After following the KALIBER declaration, the village head then informed the residents about the need to keep the Pilkada free from fraud to the public. The real contribution of participatory supervision in Pulau Hiri Subdistrict is that the implementation of the Pilkada stages went smoothly and was not found and there were no reports of fraud or violations that had a significant effect on Bawaslu and its staff.

The views expressed by the public (voters) regarding the participatory monitoring program implemented by the Ternate City Bawaslu and its staff. According to Mrs. Maimunah, as a voter:

"I have never been directly involved in the participatory monitoring program from Bawaslu, perhaps because of the lack of socialization or the limited number of volunteers so that not everyone, including myself, was invited to the activity. But I have seen the socialization of Bawaslu through billboards installed at several points in Ternate City which contains appeals to avoid money politics and fraud."²¹

The same thing was also conveyed by Mr. Irman Maulana as a voter in the 2020 Ternate Koata Election, which stated:

"I know there is a Bawaslu to oversee the Pilkada but regarding the participatory monitoring program I don't really understand. It's just that I heard that Bawaslu and its staff carry out several activities through social media.

Alhamdulillah, in yesterday's Pilkada there were no serious problems that went smoothly".²²

The above description means that the implementation of the participatory supervision program carried out by the Ternate City Election Supervisory Agency and its staff during the 2020 Pilkada received attention in the quality of the program, so that the knowledge transformation process in order to build critical awareness of voters, especially novice voters to participate by carrying out further transformations to the community, builds awareness. supervision with the community.

On the other hand, there are still many people as voters who have not been directly involved with the participatory monitoring program, this is understandable due to budget constraints so that not all voters can be directly involved in outreach activities or other activities that are part of the Ternate City Bawaslu program and its staff.

CONCLUSION

The participatory supervision model in the 2020 Ternate Mayoral Election conducted by the Ternate City Bawaslu and its staff has contributed significantly quantitatively through ASN Neutrality Socialization activities, Coordination Meetings with stakeholders, Formation of KALIBER Villages, Monitoring Corner outside the Bawaslu office, face-to-face socialization with stakeholders stakeholders, Community Service Forums, Collaborating activities with alumni of the Participatory Supervision Cadre School (SKPP), Recruitment and training of participatory supervision volunteers, Standby Calls and surveillance patrols, Healthy Gymnastics Supervising Publications.

The effectiveness of the implementation of the participatory monitoring model in the implementation of the 2020 Ternate Mayoral Election in quantitative terms is still very limited and has not been able to reach voters as a whole. However, the participatory monitoring program has contributed significantly to preventing violations at the election stage.

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